



ILO-76

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APPROVED BY IO:DATO SSAINT
EUR/SOV:DHERSPRING(DRAFT)
EUR:DGOTT(DRAFT)
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S/IL:DGODD(DRAFT)
NEA:RA:SHOLLY
IO:JBAKER
EA:HARRIS
AF/I:LSELZAK/JWHITING(DRAFT)

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P 270057Z MAY 76
FM SECSTATE WASHDC
TO ALL DIPLOMATIC POSTS PRIORITY
INFO USMISSION USUN NEW YORK PRIORITY
USMISSION GENEVA PRIORITY
XMT AMEMBASSY BEIRUT
AMCONSUL ASMARA
AMEMBASSY SUVA
AMCONSUL MARTINIQUE
USINT BAGHDAD

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E.O. 11652: DS

TAGS:ILO, PORG

SUBJECT:US RELATIONS WITH ILO

REF: (A) STATE 259540, (B) 17055, (C) 119316, (D) GENEVA
2953(BEING REPEATED POSTS)

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1. THIS MESSAGE IS INFO ONLY FOR: A) ADDRESSEES IN COUNTRIES WHICH ARE NOT MEMBERS OF ILO (BANJUL, MASERU, PRETORIA, NASSAU, MUSCAT, MANAMA, TAIPEI, HONG KONG, SEOUL); B) POSTS WHICH HAVE BEEN VISITED BY AMBASSADOR SILBERMAN (BONN, PARIS, LONDON, COPENHAGEN, LUXEMBOURG, TOKYO, OTTAWA, CANBERRA, ROME, BRUSSELS, OSLO, THE HAGUE); C) VIENTIANE, PEKING, TEL AVIV, BEIRUT (POUCH); D) EASTERN EUROPEAN POSTS AND E) DUBLIN. FOR DUBLIN: INSTEAD OF APPROACH DESCRIBED BELOW, EMBASSY SHOULD ADVISE GOI: A) NATURE OF APPROACHES WE ARE MAKING ELSEWHERE; AND B) THAT AMBASSADOR SILBERMAN, NOW IN WASHINGTON, IS MAKING ARRANGEMENTS TO RETURN TO BELGRADE VIA GENEVA AND HOPES VERY MUCH IT WILL BE POSSIBLE FOR HIM TO MEET WITH MINISTER O'LEARY DURING GENEVA STOPOVER (MAY 31).

2. FOR ALL OTHER POSTS: UNLESS THERE ARE OVERRIDING OBJECTIONS, EMBASSY SHOULD SEEK OPPORTUNITY AS SOON AS POSSIBLE BEFORE BEGINNING OF ILO ANNUAL CONFERENCE JUNE 2 AND WORLD EMPLOYMENT CONFERENCE JUNE 4 TO APPROACH HOST GOVERNMENT AT APPROPRIATELY HIGH LEVEL: A) TO RECALL SUBSTANCE OF AND REASONS BEHIND US LETTER OF INTENT TO WITHDRAW FROM ILO; B) EMPHASIZE THAT US HAS NOT, AS SOME GOVERNMENTS REPORTEDLY BELIEVED, MADE UP MIND TO LEAVE ILO; C) STATE US IS ANXIOUS TO COOPERATE IN HALTING OR REVERSING TRENDS CITED IN LETTER SO THAT US CAN REMAIN AS ACTIVE ILO MEMBER.

IN MAKING APPROACHES, POSTS MAY DRAW ON MATERIAL IN PARAS 3 TO 9 BELOW AND UPON REPORT MADE BY SPECIAL PRESIDENTIAL ENVOY AMBASSADOR SILBERMAN AFTER MISSION TO 12 INDUSTRIALIZED COUNTRIES EARLIER THIS YEAR (BEING REPEATED SEPTTEL). RESULTS OF APPROACHES SHOULD BE REPORTED PROMPTLY, INFO GENEVA AND USUN. POSTS PRESENTATION OF MATERIAL MAY BE TAILORED TO MEET LOCAL SITUATION.

3. ON NOVEMBER 6, 1975, US FILED NOTICE OF INTENT TO WITHDRAW FROM ILO IN TWO YEARS UNLESS CERTAIN OBJECTIONABLE TRENDS REVERSED (REF A). IN LAST FEW MONTHS US PRESIDENTIAL ENVOY AMBASSADOR LAURENCE SILBERMAN HAS VISITED CAPITALS OF KEY INDUSTRIAL ILO MEMBERS TO EXPLAIN OUR

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CONCERNS AND SEEK THEIR SUPPORT IN HALTING OR REVERSING
OBJECTIONABLE TRENDS. (REF B)

WE CONSIDER IT IMPORTANT THAT OTHER MEMBERS OF ILO BE
REMINDING OF OUR CONCERNS AT THIS TIME SINCE THERE WILL BE
TWO KEY ILO CONFERENCES IN JUNE -- ANNUAL CONFERENCE FROM
JUNE 2 TO 23 AND SPECIAL WORLD EMPLOYMENT CONFERENCE FROM
JUNE 4 TO 17. DEVELOPMENTS AT THESE TWO CONFERENCES WILL
CONSTITUTE IMPORTANT TESTS IN EYES OF USG OF POSSIBILITY
FOR HALTING OR REVERSING TRENDS WHICH LAY BEHIND US
NOTICE OF INTENT TO WITHDRAW. OUTCOME OF BOTH CONFERENCES
WILL INEVITABLY AFFECT US THINKING RE FUTURE PARTICIPATION
IN ILO.

4. WHEN DISCUSSING US CONCERN RE EROSION OF TRIPARTISM
(WORKER, MANAGEMENT, GOVERNMENT), WHICH CONSTITUTES ILO'S
UNIQUENESS, POSTS SHOULD NOTE THERE WILL BE TWO RELEVANT
ISSUES AT UPCOMING CONFERENCES. FIRST IS ELECTION OF
OFFICERS TO IMPORTANT CONFERENCE POSTS -- CHAIRMAN OF
GOVERNING BOARD, PRESIDENT OF ANNUAL CONFERENCE, CHAIRMAN
OF WORLD EMPLOYMENT CONFERENCE, AND CHAIRMAN OF WEC
COMMITTEE OF THE WHOLE, AS WELL AS CHAIRMAN OF MARITIME
SESSION OF ILO CONFERENCE IN OCTOBER. WE CONSIDER IT
ESSENTIAL THAT THESE POSTS BE FILLED BY NATIONALS OF

COUNTRIES WITH GENUINE BELIEF IN AND DESIRE TO CONTINUE
TRIPARTITE NATURE OF ILO. SPECIFICALLY, WE ARE OPPOSED TO
ELECTION OF ANY EASTERN EUROPEAN REPRESENTATIVE TO ANY OF
THESE POSTS WE PLAN TO SUPPORT. WE SUPPORT THE CANDIDACY
OF HASSE (FRG) FOR CHAIRMAN OF THE GB; O'LEARY (GOVT OF
IRELAND) AS PRESIDENT OF ANNUAL CONFERENCE; ENNACEUR
(TUNISIAN) AS CHAIRMAN OF WEC, SUBROTO (INDONESIAN) FOR
CHAIRMAN OF WEC COMMITTEE OF WHOLE, AND NON-EASTERN
EUROPEAN FOR MARITIME SESSION OF ILO CONFERENCE (OCTOBER).

5. SECOND ISSUE RELEVANT TO EROSION OF TRIPARTISM IS FUTURE
OF DISCUSSION RE STRUCTURE OF ILO. FOR PAST SEVERAL YEARS
WORKING PARTY ON STRUCTURE HAS BEEN HOLDING DISCUSSIONS
RE POSSIBLE STRUCTURAL CHANGES. SPECIFICALLY, EFFORT HAS
BEEN MADE (PRIMARILY BY EASTERN EUROPEANS) TO ADD
GEOGRAPHICAL CRITERIA TO METHOD USED FOR CHOOSING GOVERN-

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MENT MEMBERS OF GOVERNING BODY. WE OBJECT TO THESE EFFORTS BECAUSE WE BELIEVE THAT IF THIS CHANGE OCCURS, IT WILL LEAD TO EFFORT TO IMPOSE GEOGRAPHICAL CRITERIA ON CHOICE OF WORKER AND EMPLOYER MEMBERS OF GB, WHO ARE NOW CHOSEN AUTONOMOUSLY BY WORKER AND EMPLOYER GROUPS. SUCH CONSTITUTIONAL CHANGE WOULD BE VERY SERIOUS EROSION OF PRESENT AUTONOMY OF TRIPARTITE GROUPS. WE WILL AGREE TO CONTINUE DISCUSSIONS IN WORKING PARTY ON STRUCTURE, IF THIS IS SUGGESTED BY OTHER ILO MEMBERS.

6. WHEN DISCUSSING US CONCERN RE POLITICIZATION, POSTS SHOULD NOTE US EXPECTS EFFORTS TO INJECT INTO FORTHCOMING CONFERENCES POLITICAL ISSUES UNRELATED TO BUSINESS OF ILO -- INCLUDING GENERAL ARAB/ISRAELI ISSUES. (ARAB POSTS HAVE DISCRETION IN USE OF FOLLOWING) POSTS SHOULD STRESS THAT US, WHILE IT RECOGNIZES SERIOUSNESS OF ARAB/ISRAELI DIFFERENCES (USG IS IN FACT AT VERY CENTER OF EFFORT TO BRING ABOUT SETTLEMENT OF DIFFERENCES), BELIEVES THESE ISSUES ARE LEGITIMATE CONCERN OF UN BODIES SUCH AS SC AND GA, BUT IT IS OUR STRONG BELIEF ILO IS NOT PROPER FORUM FOR DEBATING SUCH ISSUES. SUCH DEBATES CAN HAVE NO EFFECT ON ISSUES THEMSELVES AND CONTINUED POLITICIZATION OF ILO TENDS TO DESTROY SUPPORT FOR ILO IN US, INCLUDING SUPPORT FOR TECHNICAL ASSISTANCE PROGRAMS IMPORTANT TO DEVELOPMENT EFFORTS IN LDS'S. FOR THESE REASONS, US HOPES ALL ILO MEMBERS ANXIOUS TO MAINTAIN ILO AS EFFECTIVE ORGANIZATION WILL JOIN IN EFFORT TO AVOID INJECTION OF IRRELEVANT POLITICAL QUESTIONS, INCLUDING ARAB-ISRAELI ISSUES, INTO FORTHCOMING ILO CONFERENCES.

7. WHEN DISCUSSING US CONCERN RE DUE PROCESS, POSTS SHOULD STRESS IMPORTANCE OF AVOIDING ANY REPETITION OR COMPOUNDING OF THE VIOLATION OF DUE PROCESS REPRESENTED BY 1974 RESOLUTION WHICH CONDEMNED ISRAEL FOR ALLEGED VIOLATION OF RIGHTS OF ARAB WORKERS IN OCCUPIED TERRITORIES, WITHOUT ANY PRIOR INVESTIGATION. (ARAB POSTS HAVE DISCRETION HERE ALSO) WE OBJECT TO BOTH THE CONDEMNATION WITHOUT INVESTIGATION, AND TO THE ILO'S SUBSEQUENT REQUEST TO HAVE THE DIRECTOR GENERAL INVESTIGATE ALLEGATIONS INSTEAD OF USING LONG-ESTABLISHED INVESTIGATIVE MACHINERY. FURTHERMORE, WE DOUBT THAT ANY INVESTIGATION,

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BY WHATEVER METHOD, CAN BE IMPARTIAL WHEN IT HAS BEEN
PRECEDED BY DECISION TO CONDEMN.

8. ANOTHER IMPORTANT ISSUE IN TERMS OF EFFECT ON US
SUPPORT FOR THE ILO INVOLVES THE "DOUBLE STANDARD", I.E.
FAILURE OF ILO CONFERENCE TO CITE SOME COUNTRIES (SUCH
AS USSR) FOR VIOLATIONS OF ILO CONVENTION 87 CONCERNING
FREEDOM OF ASSOCIATION OR CONVENTION 29 CONCERNING FORCED
LABOR, DESPITE FINDINGS THAT VIOLATIONS EXIST. THIS IS
BASIS FOR POINT IN US LETTER CONCERNING SELECTIVE CONCERN
FOR HUMAN RIGHTS. US HOPES OTHER ILO MEMBERS WILL
PARTICIPATE OBJECTIVELY IN REVIEW OF APPLICATION OF ILO
STANDARDS, AND END DOUBLE STANDARD.

9. SUMMARY. POSTS SHOULD ASK HOST GOVERNMENT OFFICIALS
TO EXAMINE REASONS WHY THEY PARTICIPATE IN ILO. IF THEY
SEE ILO AS AN EFFECTIVE TOOL FOR PROMOTING ECONOMIC AND
SOCIAL PROGRESS THROUGH LABOR STANDARDS AND TECHNICAL
ASSISTANCE ACTIVITIES RELATING TO EMPLOYERS AND WORKERS,
THEY SHOULD ALSO WISH TO WORK CONSTRUCTIVELY WITHIN THE
ILO TO HELP ORGANIZATION RETURN TO ITS BASIC PRINCIPLES
AND TO ELIMINATE DISTRACTING INFLUENCES WHICH NOW DETRACT
FROM ILO EFFECTIVENESS. HOST GOVERNMENT OFFICIALS SHOULD
BE ADVISED THAT US DELEGATION TO ILO CONFERENCES HOPES TO
HAVE OPPORTUNITY TO DISCUSS THESE ISSUES IN MORE DETAIL
IN GENEVA. SISCO

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